

Justice Reinvestment in Missouri

Overview



JULY 2017

Background

Like many states, Missouri has confronted a number of challenges to the public's confidence in its criminal justice system. At the same time, the state is seeing a variety of troubling trends that need to be addressed, including an uptick in violent crime, a fast-growing female prison population, and a sizeable portion of prison admissions that are driven by failures on supervision.

In May 2017, Missouri Governor Eric Greitens, then Chief Justice Patricia Breckenridge, Senate President Pro Tempore Ron Richard, and House Speaker Todd Richardson requested support from the U.S. Department of Justice's Bureau of Justice Assistance (BJA) and The Pew Charitable Trusts (Pew) to explore a justice reinvestment approach to address these challenges. As public-private partners in the federal Justice Reinvestment Initiative (JRI), BJA and Pew approved Missouri's request and asked The Council of State Governments (CSG) Justice Center to provide intensive technical assistance through JRI to help collect and analyze data and develop appropriate policy options to help contain corrections spending and reinvest in strategies that can reduce recidivism and increase public safety.

Executive Order 17-17, signed by Governor Greitens in June 2017, established the Missouri State Justice Reinvestment

Task Force comprising designees from all three branches of Missouri's government and state and local criminal justice system stakeholders. Under the direction of the task force, CSG Justice Center staff will conduct a comprehensive analysis of data collected from various relevant state agencies and departments within all three branches of the state's government. To build a more comprehensive picture of statewide criminal justice trends, data on jail and community corrections will be collected from local governments and analyzed where possible. CSG Justice Center staff will also convene focus groups and lead interviews with key stakeholders in Missouri's criminal justice system. Based on the findings from these extensive quantitative and qualitative analyses, the task force will develop options for the legislature's consideration that are designed to both increase public safety and contain the cost of corrections. The task force will also explore opportunities to reinvest in strategies that will further public safety and cost savings.

This overview highlights some recent criminal justice trends in Missouri. The task force will explore these issues, and many others, in greater depth in the coming months.

Criminal Justice System Trends in Missouri

Missouri's index crime rate has declined in recent years but is still above the national average.¹

■ Between 2010 and 2015, Missouri's index crime rate decreased 12 percent, from 3,808 to 3,351 reported index crimes per 100,000 residents. Over the same period, the total U.S. index crime rate declined 14 percent,

from 3,350 to 2,870 reported index crimes per 100,000 residents.²

■ In 2015, Missouri's index crime rate was the 13th-highest in the nation.³

■ The decrease in Missouri's index crime rate from 2010 to 2015 was driven by a 13-percent decline in reported property crimes, from 200,121 in 2010 to 174,574 in 2015.

Violent crime in Missouri has increased in recent years despite the overall decline in reported index crimes.

- The total number of reported violent crimes went up by 11 percent between 2010 and 2015, from 27,105 to 30,212.⁴
- While the total U.S. violent crime rate decreased 5 percent during this period, the violent crime rate in Missouri increased 9 percent.⁵

The state’s incarceration rate has increased slightly in recent years and remains well above the national average.

- From 2010 to 2015, Missouri’s incarceration rate increased 4 percent, compared to an 8-percent decline in the national incarceration rate during the same period.⁶
- In 2015, Missouri’s incarceration rate of 530 people per 100,000 residents was the eighth-highest rate in the nation.⁷

Missouri’s prison population has grown in recent years and is projected to continue to rise.

- Missouri’s prison population increased 6 percent between 2010 and 2015, from 30,614 to 32,328 people. During the same period, the total U.S. prison population declined 5 percent.⁸
- By the end of FY2016, Missouri’s prison population exceeded capacity by 558 people.⁹

- The state’s prison population is projected to increase 5 percent between FY2017 and FY2020, from 33,219 to 34,358 people.¹⁰ [See Figure 1]

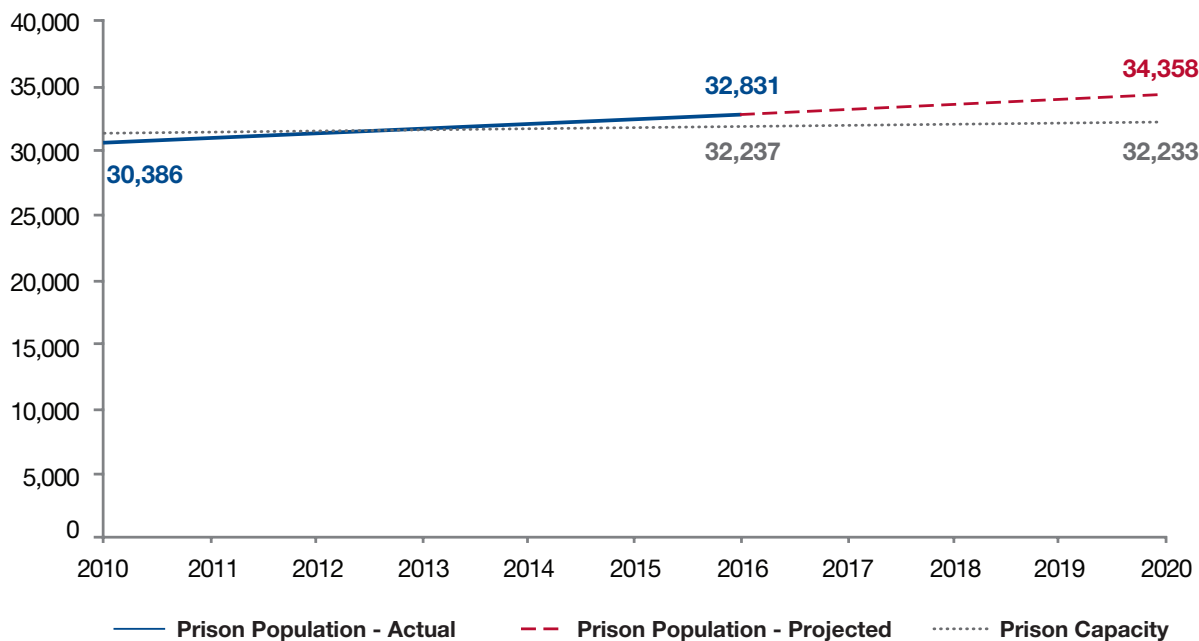
The female prison population in Missouri has grown more than that of any other state in the nation in the last several years.

- Between 2010 and 2015, Missouri’s female prison population grew 33 percent, 11 times more than the growth in the state’s male prison population, which increased only 3 percent during that time.¹¹
- In 2015, Missouri’s female incarceration rate of 105 women per 100,000 female residents was the fifth-highest in the nation.¹²
- From FY2017 to FY2020, the female prison population in Missouri is projected to increase 15 percent, while the male prison population is projected to increase only 2 percent during the same period.¹³

The majority of women who receive new sentences to prison are admitted for nonviolent offenses.

- In FY2016, 49 percent of women admitted to prison in Missouri were sentenced for drug-related offenses, and 36 percent were sentenced to prison for other types of nonviolent offenses.¹⁴

Figure 1: Missouri Prison Population and Projected Growth, FY2010–2020



Nearly half of people admitted to prison in Missouri are admitted due to a revocation from supervision.

- In FY2016, 49 percent of all people admitted to prison were admitted as a result of a revocation from probation or parole.¹⁵
- The number of people admitted to prison for revocations increased 4 percent between FY2010 and FY2016, from 8,924 to 9,256 people.¹⁶
- Of 9,256 people admitted to prison for supervision revocations in Missouri in FY2016, 55 percent (5,074 people) were admitted due to technical violations of supervision conditions. The remaining 45 percent (4,182 people) were admitted due to new law violations while on supervision.¹⁷
- The number of people admitted to prison for revocations due to law violations increased 13 percent between FY2010 and FY2016.¹⁸
- In 2015, Missouri had the sixth-highest rate in the nation of people who are reincarcerated due to parole revocations, at almost half (49 percent).¹⁹

Since 2010, there has been a large decrease in the number of people on probation and parole in the state.²⁰

- Between FY2010 and FY2016, the number of adults on community supervision for felony offenses in Missouri dropped 20 percent, from 73,683 to 58,765 people.²¹
- In 2015, Missouri's rate of adults on community supervision (1,329 per 100,000 residents) was below the national rate of 1,868 adults on supervision per 100,000 residents.²²

State spending on corrections has increased steadily in recent years.

- Between FY2010 and FY2016, state spending on corrections increased 7 percent, from \$665 million to \$710 million.²³
- Despite increased corrections spending and a reduced supervision population between FY2010 and FY2016, recidivism rates remained flat during the same period.²⁴

The Justice Reinvestment Approach

Step 1: Analyze data and develop policy options

Under the direction of the Missouri State Justice Reinvestment Task Force, CSG Justice Center staff will conduct a comprehensive analysis of crime, arrest, conviction, sentencing, probation, incarceration, behavioral health, parole, and recidivism data, using hundreds of thousands of individual data records. CSG Justice Center staff will examine probation, parole, and incarcerated population trends; length of time served in incarceration and on supervision; statutory and administrative policies; and availability of treatment and programs designed to reduce recidivism; among other factors. To the extent data are available, CSG Justice Center staff will also assess how felony sentencing trends impact probation, parole, and incarcerated populations, and explore contributors to recidivism trends. The analyses will result in findings related to the sources of correctional population growth, correctional bed capacity, and effectiveness of agency policies and procedures.

To incorporate perspectives and recommendations from across the state, the CSG Justice Center will collect input from criminal justice system stakeholders, including the Office of the Attorney General, judges, prosecuting attorneys, public defenders, sheriffs, police chiefs, probation and parole officers, behavioral health treatment providers, victims and their advocates, people in the criminal justice system and their advocates, residents and leaders in communities and neighborhoods where confidence in the criminal justice system may be low, local officials, and others.

With the assistance of CSG Justice Center staff, the Missouri State Justice Reinvestment Task Force will review the analyses and develop data-driven policy options focused on reducing spending on corrections and increasing public safety. Policy options will be available for the task force's consideration in late 2017, and recommendations will likely be provided to the legislature for consideration in early 2018.

Step 2: Adopt new policies and put reinvestment strategies into place

If the policy options are enacted as legislation, CSG Justice Center staff will work with Missouri policymakers for a period of up to 24 months to translate the new policies into practice. This assistance will help ensure that related programs and system investments achieve projected outcomes and are implemented using the latest research-based, data-driven strategies. CSG Justice Center staff will develop implementation plans with state and local officials, provide policymakers with frequent progress reports, and deliver testimony to relevant legislative committees. Missouri will also have the opportunity to apply for federal grant funding to meet important one-time implementation needs, such as information technology upgrades and measures to ensure fidelity to evidence-based practices.

Step 3: Measure performance

Finally, the CSG Justice Center will continue to assist Missouri officials to identify metrics to assess the impact of enacted policies on pretrial, probation, parole, and incarcerated populations, including recidivism rates, and to develop strategies to monitor these outcomes. Typically, this includes a spreadsheet of multiple indicators that makes it easy for policymakers to track the changes occurring in various components of the state's criminal justice system.

Notes

1. Index crimes include murder/manslaughter, rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft. The most recent data available for crime rates across the nation is from 2015.
2. FBI UCR Online Data Tool and *Crime in the U.S.*, 2015. All years are calendar years, unless otherwise noted.
3. Ibid.
4. Missouri State Highway Patrol, *Crime in Missouri* reports, 2013 and 2015.
5. Ibid. Crime rate is the number of reported crimes per 100,000 residents.
6. Bureau of Justice Statistics, *Prisoners in 2010 and Prisoners in 2015*. 2015 is the most recent year of available data for all 50 states.
7. Bureau of Justice Statistics, *Prisoners in 2015*. 2015 is the most recent year of available data for all 50 states.
8. Bureau of Justice Statistics, *Prisoners in 2010 and Prisoners in 2015*. 2015 is the most recent year of available data for all 50 states.
9. Missouri Department of Corrections *Offender Profile*, FY2016. Missouri's fiscal year runs from July 1 to June 30. FY2016 is July 1, 2015 to June 30, 2016.
10. Missouri Department of Corrections, March 2017 Population Forecast.
11. Ibid.
12. Bureau of Justice Statistics, *Prisoners in 2015*. 2015 is the most recent year of available data for all 50 states.
13. Missouri Department of Corrections, March 2017 Population Forecast.
14. Missouri Department of Corrections *Offender Profile*, FY2016. Forty-nine percent of new admissions for females were for drug offenses, and 29 percent of new admissions for males were for drug offenses. Figures represent new admissions only and exclude admissions for supervision violations. About half of all new admissions were for long-term treatment and were not the result of a new court sentence.
15. Missouri Department of Corrections *Offender Profile*, FY2016. In FY2016, about one-quarter of all prison admissions were for long-term treatment and were not the result of a new court sentence.
16. Ibid.
17. Ibid. Some people may have been admitted to prison more than once during a year. In these instances, each admission is counted separately.
18. Missouri Department of Corrections *Offender Profile*, FY2010 and FY2016. Some people may have been admitted to prison more than once during a year. In these instances, each admission is counted separately.
19. Bureau of Justice Statistics, *Probation and Parole in the United States, 2015*. 2015 is the most recent year of available data for all 50 states.
20. Missouri Department of Corrections *Offender Profile*, FY2016.
21. Missouri Department of Corrections *Offender Profile*, FY2010 and FY2016.
22. Bureau of Justice Statistics, *Probation and Parole in the United States, 2015*. 2015 is the most recent year of available data for all 50 states.
23. Missouri Department of Corrections *Annual Reports*, 2010 and 2016.
24. Missouri Department of Corrections *Offender Profile*, FY2016. Recidivism is measured by returns to prison within three years after exiting prison or beginning supervision. As of the writing of this document, the most recently available three-year recidivism rate was for the FY2013 cohort.



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The Council of State Governments (CSG) Justice Center is a national nonprofit organization that serves policymakers at the local, state, and federal levels from all branches of government. The CSG Justice Center's work in justice reinvestment is done in partnership with The Pew Charitable Trusts and the U.S. Department of Justice's Bureau of Justice Assistance. These efforts have provided data-driven analyses and policy options to policymakers in 26 states. For additional information about Justice Reinvestment, please visit csjusticecenter.org/jr/.



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